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National Policy

American Presence in Asia Fulfills Commitments

In the post-World War II era, Communist military expansion caused the United States to develop a worldwide network of multilateral and bilateral military alliances. As a result, U.S. forces were maintained in several countries of Asia, including the Republic of Korea and Japan, which were directly threatened by the Communist attack on South Korea in 1950. U.S. forces are based in the Philippines in accordance with the Military Bases and Mutual Assistance Agreements of 1947 and the Mutual Defense Treaty of 1951. The United States also maintains forces on Okinawa subject to the terms of the United States-Japan Treaty of Mutual Cooperation and Security. U.S. combat forces were sent to South Vietnam in 1965 when that country was unable to stem aggression from North Vietnamese troops. Subsequently, support missions for U.S. forces in South Vietnam were established in Thailand, the Philippines, and Okinawa.

Improved Situation

Progress in Vietnamization has enabled us to reduce U.S. force levels in Vietnam as the Vietnamese assume major responsibility for their own security. The relative improvement in the defense capabilities of other friendly nations in Asia has also made it possible to reduce U.S. force levels in those countries without affecting the U.S. capability to fulfill its defense commitments in this area.

Current Status of U.S. Forces

Force reductions have been made throughout East Asia since January 1969. However, the North Vietnamese invasion of South Vietnam in March necessitated an augmentation of U.S. air and sea forces in the Indochina area in support of South Vietnam's defense efforts. Currently, the situation is:

- **Vietnam:** All U.S. combat forces withdrawn. Total reduction of 504,400 U.S. military personnel as of September 1, leaving 39,000. Further reductions to 27,000 by December 1.
- **Philippines:** A reduction of 10,300 U.S. Navy and Air Force support personnel. New authorized strength for U.S. military forces is 18,000.
- **Republic of Korea:** Authorized troop strength in Korea has been reduced from 63,000 to 40,000.
- **Thailand:** During 1969 and 1970, about one-third of the U.S. Army and Air Force personnel in Thailand were gradually withdrawn to an agreed level of 32,000 in mid-1971. Since the March 30 North Vietnamese invasion of South Vietnam, these forces, with the Thai Government's permission, have been temporarily augmented to the present level of about 45,000.
- **Japan/Okinawa:** In 1952, we maintained some 3,800 facilities in Japan. These have been reduced to 193 facilities and areas (including Okinawa), about 12 of which may be considered major operational bases. There are no combat forces in Japan. There are some 71,000 U.S. military personnel stationed in Japan and Okinawa under the terms of the United States-Japan Treaty of Mutual Cooperation and Security.

Administrative rights over Okinawa were returned to Japan on May 15, under provisions of a treaty signed June 17, 1971 (and ratified by the Senate on November 10, 1971), which set forth the terms of the Okinawa reversion. Japan will assume the immediate defense rolls and mission for Okinawa by June, 1973.

U.S. Policy

We have no intention of completely withdrawing from Asia. We intend to maintain a presence in Asia to the degree that is required to fulfill our commitments and protect our basic interests in the area. However, in accordance with the Nixon doctrine, we look to the countries of the Far East to assume primary responsibility for their own security as the improvement in their own capabilities permits.

Based on:
Department of State GIST #36 (rev. 3), Asia: U.S. Forces, dated August, 1972.

Totals $267.5 Million

Humanitarian Assistance for Bangladesh

Since the November 1970 cyclone and tidal wave, and the outbreak in March 1971 of civil strife in East Pakistan, the United States has been active in supporting an international relief and rehabilitation effort on behalf of the millions caught up in these catastrophes.

In the wake of the cyclone, the United States provided $55 million of bilateral relief assistance to East Pakistan in the form of cash, foodgrains and supplies.

Within two hours of the United Nations appeal for international humanitarian relief assistance to East Pakistan at the Government of Pakistan's request in May 1971, the United States made an immediate cash contribution of $500,000 to the U.N. High Commissioner for Refugees. That was part of an initial $2.5 million authorization to provide emergency relief assistance while the international relief effort was being mounted. Since then, apart from India, the United States has been the leading contributor of humanitarian aid to what is now the People's Republic of Bangladesh.

Bangladesh government authorities now face the grim challenge of creating a viable political structure and economy in one of the most impoverished, and recently devastated, areas of the world.

(Boundary representation is not necessarily authoritative)

U.S. Aid

Our response to the humanitarian needs of Bangladesh during its first six months of independence is detailed in the chart below.

Coordination of U.S. Government relief assistance for Bangladesh remains under the direction of Maurice J. Williams, Deputy Administrator for the Agency for International Development.

Authority for U.S. assistance comes from a Congressional appropriation of $200 million for relief in South Asia in Fiscal Year 1972. Of this, $27.7 million was committed for relief needs prior to the emergence of Bangladesh as an independent country and $172.2 million since that event. Additional authority is being sought for a further $100 million to permit the United States to do its proportionate share in this large-scale humanitarian endeavor, which will require a sustained international effort of rehabilitation assistance over the next year.

Type of Aid	Amount (in $ mils.)
Public Law 480 food and grants, primarily under U.N. auspices	$132.0
Grants to U.S. voluntary agencies for resettlement assistance	19.5
Bilateral aid to restore basic facilities and rehabilitate the economy	115.0
Other relief assistance	1.0
TOTAL	$267.5

Other Nations' Contributions

To date, some 55 countries, in addition to the United States, have contributed to Bangladesh relief. The greatest burden has fallen on India, which had to assume responsibility at one time for the care of more than 9 million refugees. Preliminary estimates as of July 1, 1972, show India committing $235 million in bilateral aid, followed by the Union of Soviet Socialist Republics with $62 million, and Canada with $60 million.

U.S. Private Voluntary Agencies

Since January 1971, 28 U.S. private voluntary agencies have contributed—exclusive of U.S. Government grants and the value of Public Law 480 foods—$14.5 million to relief and rehabilitation in Bangladesh.

Based on: Department of State GIST #59 (rev. 1), Humanitarian Assistance for Bangladesh, dated August, 1972.

COMMANDERS DIGEST

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U.S. Foreign Policy

Reversion of Okinawa to Japan Explained

On May 15, 1972, the Ryukyu and Daito Islands, of which Okinawa is a part, became a prefecture (state) of Japan. The land, on which U.S. military installations are located in the island chain some 400 miles off the coast of mainland China, became Japan's 47th prefecture.

This was a logical development following the ratification by the U.S. Senate and the Japanese Diet of a treaty signed in mid-June 1971 by the United States and Japan calling for the return of the island chain to Japanese rule.

Background: The United States occupied the Ryukyu and Daito Islands at the end of World War II, but our Government has long been committed to the eventual return of the area to Japan. In 1951—the same year as the peace treaty which ended hostilities between the United States and Japan—our Government recognized the residual sovereignty of Japan over the island chain. In administering the area under international law, the United States permitted a large degree of self-government by the Government of Ryukyu Islands, insofar as such self-government did not interfere with the security needs of the United States.

Jurisdiction to prosecute crimes by Servicemen was not granted to the Government of the Ryukyu Islands but was retained by U.S. tribunals. A court system under the control of the United States Civil Administration for the Ryukyu Islands tried cases involving civilian employees of the Department of

Defense, their dependents, and the dependents of military personnel.

The Treaty: The treaty which went into effect after ratification by the U.S. Senate and the Japanese Diet stated:

- The United States will give up all rights and interests to the Ryukyu and Daito Islands.
- All U.S.-Japanese treaties now in force will be applied to the Americans remaining in the island chain. The most important of those treaties is the Treaty of Mutual Cooperation and Security and its related arrangements. Of particular significance, insofar as members of the Armed Forces are concerned, is the Status of Forces Agreement (SOFA) which exists between the United States and Japan.
- Japan will provide the United States with military areas and facilities in the island chain. In carrying out the return, the United States was to act in a manner consistent with Japanese policy regarding nuclear weapons, a policy which prohibits the possession or introduction of nuclear weapons into Japanese territory.
- Japan will pay the United States $320 million compensation for assets and reversion-related costs.
- Japan will permit the Voice of America (VOA) to continue relay broadcasting for five years after May 15, 1972.
- Japan will assume responsibility for the defense of the islands and, to assist Japan in that task, the United States will turn over some of its facilities to Japan.
- Legitimate American private and professional interests will be protected and permitted to continue. American lawyers resident in the area will be able to practice, and American doctors can do so for five years with a license issued to continue their practice after that period if they have passed the Japanese medical examination which will be given in English and Japanese. American airlines will be permitted to maintain their international routes through the Ryukyu Islands with no charge for a period of five years.

Based on:
Department of State publication GIST #53, June 1971; DIGS Fact Sheet #7, Oct. 8, 1971, "Status of Forces Agreements."

Normalization of Relations

The People's Republic of China: U.S. Policy

Following President Richard Nixon's historic February 21-28 journey to the People's Republic of China (PRC), communications between the Governments of the United States and the People's Republic of China have improved, and contacts between the American and Chinese people have increased.

The President's Trip

On July 15, 1971, announcing his decision to visit the People's Republic of China on the invitation of Premier Chou En-lai, President Nixon explained that the purpose of the trip would be to seek normalization of relations between the two countries a. d to undertake an exchange of views on questions of mutual concern.

At the conclusion of the trip, a joint communique, issued in Shanghai, stated that the United States and the People's Republic of China had reached agreement on the following principles:

- International disputes should be settled without the threat or use of force;
- Progress toward the normalization of relations between China and the United States is in the interests of all countries;
- Both wish to reduce the danger of international military conflict;
- Neither should seek hegemony in the Asia-Pacific region and each is opposed to any efforts to establish such hegemony; and
- Neither is prepared to negotiate on behalf of any third party or to enter into agreements with the other directed at other states.

While the People's Republic of China stated that the Taiwan question is the crucial problem obstructing the normalization of relations with the United States, the United States said that it favors a peaceful settlement of the Taiwan question by the Chinese themselves.

For *the future,* both sides agreed to:

- Expand exchanges in such fields as science, technology, culture, sports, and journalism;
- Facilitate the development of bilateral trade; and
- Stay in contact through various channels, including establishment of regular ambassadorial contacts at Paris and the sending of a senior U.S. representative to China from time to time for consultations.

RETURN FROM CHINA. Washington officials, led by Vice President Spiro T. Agnew, greet President and Mrs. Nixon on their arrival following a historic visit to the mainland of China February 21-28. The visit ushered in a new postwar era of relations with the People's Republic of China. (Official White House Photo)

Aftermath of the Trip

Since the President's visit, several actions in conformity with the communique have taken place:

- A Chinese table tennis team has toured the United States;
- Several hundred U.S. citizens have visited the People's Republic of China.
- About 40 U.S. businessmen attended the spring Canton Trade Fair;
- Formal negotiations are underway at Paris between United States and Chinese representatives on facilitation of trade and cultural exchanges; and
- High-level talks took place between Dr. Henry A. Kissinger, Special Advisor to the President, and Premier Chou En-Lai in June.

Earlier U.S. Actions

In the past few years, the United States has taken a number of unilateral steps to demonstrate our intent to construct a new relationship with the People's Republic of China. In 1969 and 1970, the United States:

- Relaxed travel restrictions to permit a broad range of Americans to use U.S. passports to travel to the People's Republic of China;
- Removed restrictions on noncommercial imports;
- Altered regulations to permit foreign subsidiaries of U.S. firms to trade with the People's Republic of China in nonstrategic goods; and
- Permitted U.S. oil companies to supply foreign-produced oil to free-world ships carrying nonstrategic cargo to the People's Republic of China.

After some signs of responsiveness by the People's Republic of China, the

United States in 1971 decided further to:

- Eliminate the restriction on the use of U.S. passports for travel to the People's Republic of China;
- Relax currency controls to permit use of dollars by the People's Republic of China;
- End restrictions on the provision of fuel by U.S. oil companies to carriers bound for, or leaving, the People's Republic of China (provided they are not bound for North Vietnam, North Korea, or Cuba);
- Permit U.S. carriers to transport PRC cargoes between non-Chinese ports;
- Issue an extensive list of nonstrategic goods that may be exported directly to the People's Republic of China under general export license (items not on the list may be considered for specific licensing); and
- Permit imports from the People's Republic of China to enter the United States under a general license.

U.S. Policy

The United States seeks normalization of its relations with the People's Republic of China. We have, however, made it clear that such normalization cannot be at the expense of old friends; our defense commitment and ties of friendship to the Republic of China on Taiwan remain intact. We will not take sides in any Sino-Soviet dispute, but will seek to improve our relations with both powers.

PRC Attitudes

The People's Republic of China is continuing its efforts to expand relations with the United States and other governments. It has joined the U.N. (with U.S. support) and now has diplomatic relations with over 70 countries. Peking has also shown increased flexibility about admitting visitors to China. In addition, in December 1971, the People's Republic of China released two long-held American prisoners and commuted the sentence of a third. However, while generally avoiding issues which would unduly complicate our bilateral relations, Peking continues to attack various American policies which it characterizes as the efforts of a "superpower" to dominate the small and medium-sized nations of the world.

Based on:
Department of State GIST #6 (rev. 5), The People's Republic of China: U.S. Policy, dated August 1972.

The People's Republic of China, with U.S. support, has joined the United Nations.
(Official United Nations Photo)

Carried Out Despite NVN Invasion

Vietnam: Withdrawal and Vietnamization

Since President Nixon has been in office, he will have reduced U.S. troop strength in Vietnam 95 percent—from an authorized 1969 ceiling of 549,000 (actual peak strength was 543,400) to 27,000 U.S. military personnel in Vietnam in a defensive role as of December 1. In the aggregate, by December 1, U.S. withdrawals from South Vietnam under President Nixon will have totaled more than half a million—specifically 516,400.

The withdrawals have been carried out despite the fact that North Vietnam, instead of taking reciprocal action to reduce its military forces, launched a massive invasion on March 30 across the demilitarized zone and the borders of Cambodia and Laos. To assist the South Vietnamese people in repelling the invasion, there has been a temporary augmentation of about 25,000 U.S. air and naval personnel in areas neighboring Indochina. On May 8, President Nixon announced that the United States will stop all acts of force throughout Indochina and will proceed with a complete withdrawal of all American forces from Vietnam with four months—once U.S. prisoners of war have been released and an internationally supervised cease-fire throughout Indochina is put into effect.

VIETNAMIZATION IN ACTION. Vietnamese Navy men of Coastal Group 16 chat with their American advisors following a "brown water" mission. Photo was taken in Quang Ngai province in December 1971 as Republic of Vietnam Armed Forces assumed the burden of ground combat action from American Forces. (Official U.S. Navy Photo)

Other Allied Forces

Thailand has withdrawn all its combat forces from South Vietnam. The Republic of Korea withdrew 10,000 men earlier this year and now has a force of about 38,000 in Vietnam. Australia and New Zealand combat forces are also out of Vietnam, with only small training and advisory detachments remaining. A 4,500-man Philippines Civic Action Group (a construction unit) was withdrawn from South Vietnam in December 1969, leaving 44 personnel as a residual element.

Vietnamization: Military

Phase I of Vietnamization—preparing the Republic of Vietnam Armed Forces to defend themselves as we withdraw—has been completed. The Republic of Vietnam Armed Forces (RVNAF) have assumed all of the ground combat missions, meeting the severe test of the North Vietnamese invasion with courage and effectiveness, despite initial reverses.

The Vietnamese Air Force (VNAF) flew 90 percent of all tactical in-country missions prior to the North Vietnamese invasion of March 30; its sorties were up 40 percent from 1971. In countering the enemy invasion, however, the number of U.S. air sorties has increased. The VNAF modernization and improvement program continues on schedule.

Pacification has been set back by the March 30 invasion, but the people and the Government of Vietnam have demonstrated a capacity to deal with reversals that augurs well for the future.

Vietnamization: Economic

The economic phase of Vietnamization includes a major series of economic re-

forms designed to make South Vietnam less dependent on foreign assistance by:

- Eliminating many bureaucratic controls;
- Simplifying customs duties and trade procedures;
- Raising interest rates and simplifying monetary policies;
- Bringing exchange rates into line with economic reality; and
- Providing a more receptive climate for business.

Economic Impact of March 30 Invasion

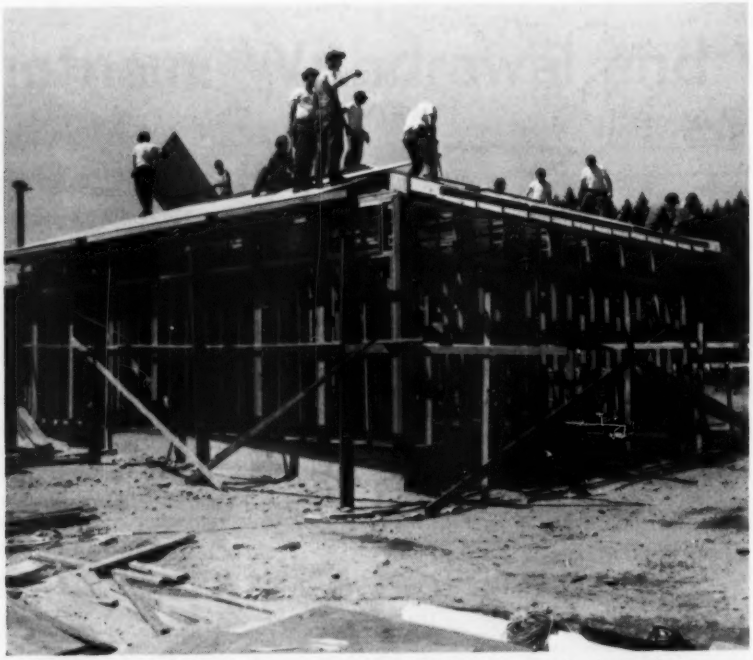
The initial economic effect of the March 30 North Vietnamese offensive was to intensify the recession which had begun in late February and early March. Vietnamese consumers chose to hold cash and limited buying to absolute essentials. Importers and merchants who already had excessive inventories purchased with borrowed money, found themselves under increased pressure. The lack of demand spread to other sectors and manufacturers cut production sharply. In June, stimulative measures by the Government of Vietnam (GVN) and successes on the battlefield helped to restore confidence.

The situation, in brief, is as follows:

- Business activity is now picking up and recovery is under way.
- Damage to productive facilities has been relatively slight, as most of the fighting has taken place in remote areas.
- Most of the rice harvest was in before the offensive began. Theft and destruction by the North Vietnamese probably amounted to a loss of less than 3 percent of this year's rice production. Continued fighting may result in a 3 to 4 percent reduction in rice plantings this year.
- Rubber plantations in the An Loc area have suffered, and expectations of continued recovery in rubber exports are being revised.
- The human cost in terms of assassinations and abductions by the North Vietnamese and Viet Cong cannot be measured yet.
- Almost a million new refugees generated as a result of the invasion represent an obvious burden on the Government of Vietnam.

Based on: Department of State GIST #29 (rev. 3), dated August, 1972.

ARMED FORCES INITIATIVES



DOMESTIC ACTION. McChord Air Force Base, Washington, recently deployed 42 men to a PRIME BEEF (Base Emergency Engineering Force) exercise at Camp Seymour, Washington, where they helped the Tacoma YMCA make improvements on property there, and aided in the completion of a bath house for the camp's swimming pool. The reservists helped three YMCA personnel with carpentry, plumbing, electrical work and painting, while heavy equipment operators graded and expanded a ball diamond.

CIVIC ACTION. Members of the United States Army Forces, Southern Command, 3d Special Forces Group teamed up with Panama's Guardia Nacional recently to construct a harbor for the safe operation of coastal boats which serve the village of Palenque, Panama. With the right know-how and explosives, 33,000 cubic meters of coral were blasted out, with the result that the harbor is now open for coastal boats. Villagers will no longer have to meet the boats far out in deep water where they had in the past, when they transported everything into Palenque by *cayucas*—small native boats.

CIVIC ACTION. Truckers and tankers of the U.S. Army's 1st Support Brigade threw their weight around recently to help their German neighbors. The occasion was a stability test on a four kilometer-long bridge across the Rhine River separating Mannheim and Ludwigshaven, Germany. To give the bridge a real test, 20 heavy equipment transporters, loaded with tanks and weighing 1,560 metric tons, concentrated their combined load on a 200-meter span. The bridge held.

DOMESTIC ACTION. The U.S. Coast Guard Base at Governor's Island, New York, has been sponsoring a "Summer Fun in the Sun" program for disadvantaged inner city children who would not otherwise have opportunities to get a vacation out of the big city. Throughout the summer, the groups change—about 100 youngsters weekly—coming from locations in the greater New York City area to visit the island. According to spokesmen, by early September between 800 to 1,000 children will have spent at least five days of their summer on Governors Island with the Coast Guardsmen, swimming, playing baseball and other sports, visiting island facilities, watching movies and participating in many other activities.

TRIBUTE. A statue dedicated to the memory of the black soldiers who have fallen in the defense of their country has been donated to the city of Baltimore. At dedication ceremonies, First Army Commander Lieutenant General C. E. Hutchin Jr. stated that "Our Nation's black soldiers have earned in full measure the tributes accorded them here and perpetuated in this splendid monument."

RESEARCH. A new velocity-checking device that clocks speeders—going or coming—is being used by Military Police. Looking like a funny gun, the Speedgun instantly determines the speed of a vehicle. Its operation is very simple: by aiming the gun on the vehicle, a MP determines the speed by looking at digits appearing in a glass panel on the base of the gun. By pulling the trigger, the MP is able to lock the digital reading in place so that it can later be shown to the driver. The speed gun is not only a weapon against speeders, it is also an accident-prevention device in that it can be used by personnel to calibrate their speedometers.

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